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IFAD

INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT

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REPORT AND RECOMMENDATION OF THE PRESIDENT

TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO THE

REPUBLIC OF BURUNDI

FOR THE

TRANSITIONAL PROGRAMME OF POST-CONFLICT RECONSTRUCTION

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CURRENCY EQUIVALENTS

Currency unit	=	Burundi Franc (BIF)
USD 1.00	=	BIF 1 070.5
BIF 1 000	=	USD 0.93

WEIGHTS AND MEASURES

1 kilogram (kg)	=	2.204 pounds (lb)
1 000 kg	=	1 metric tonne (t)
1 kilometre (km)	=	0.62 miles (mi)
1 metre (m)	=	1.09 yards (yd)
1 square metre (m ²)	=	10.76 square feet (ft ²)
1 acre (ac)	=	0.405 hectare (ha)
1 ha	=	2.47 acres

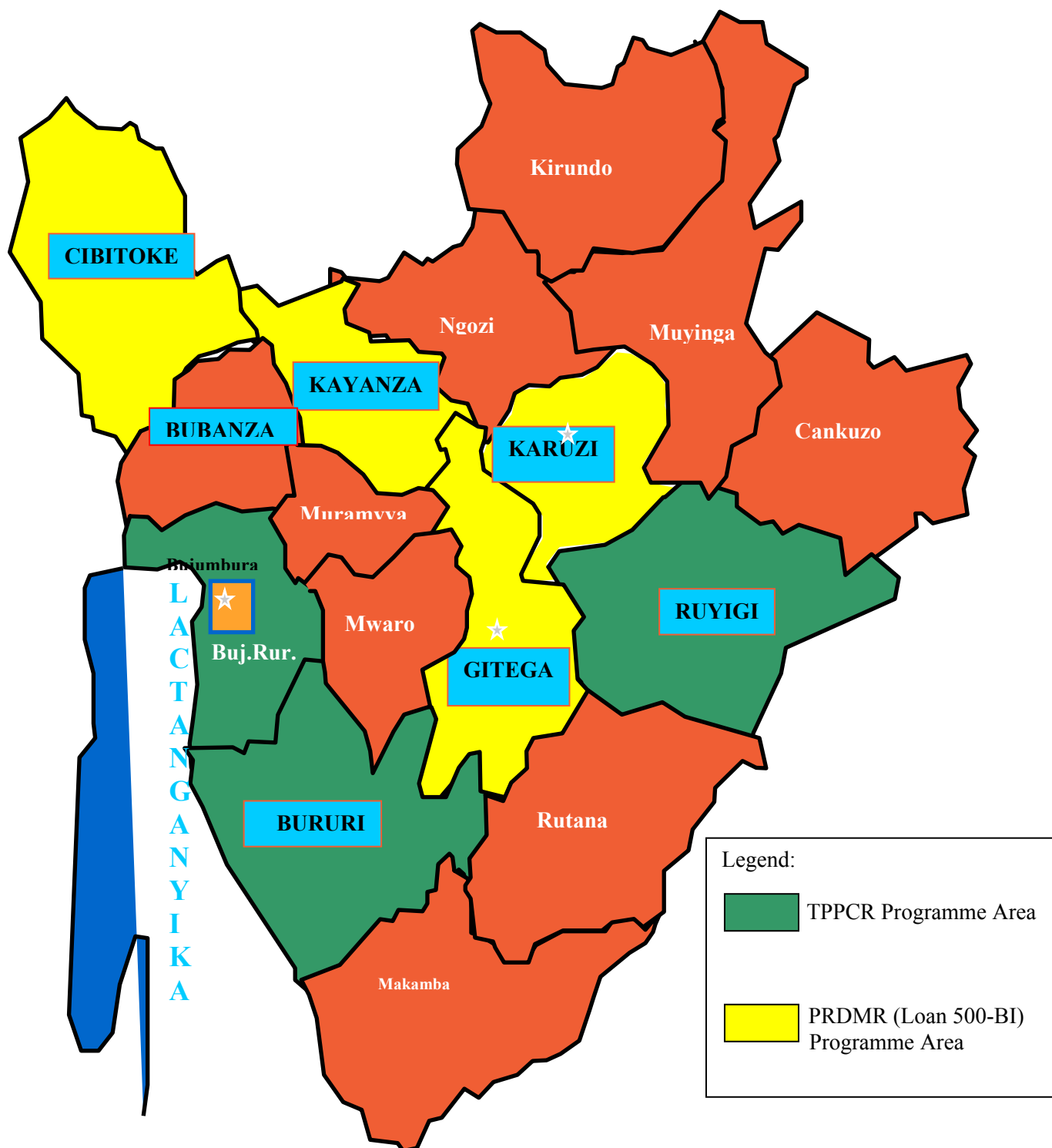
ABBREVIATIONS AND ACRONYMS

AWP/B	Annual Workplan and Budget
CAR	Conflict Assessment Report
CDC	Community Development Committee
CI	Cooperating Institution
CIFP	Country Indicators for Foreign Policy Project
IEC	Information and Education Campaign
IP	Implementing Partner
MINAGRI	Ministry of Agriculture and Livestock
NGO	Non-Governmental Organization
OPEC	Organization of the Petroleum Exporting Countries
PCU	Programme Coordinating Unit
PPO	Provincial Programme Office
PRDMR	Rural Recovery and Development Programme
TGOB	Transitional Government of Burundi
TPPCR	Transitional Programme of Post-Conflict Reconstruction

GOVERNMENT OF THE REPUBLIC OF BURUNDI**Fiscal Year**

1 January – 31 December

MAP OF THE PROGRAMME AREA



Source: IFAD Appraisal Mission.

The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

REPUBLIC OF BURUNDI

TRANSITIONAL PROGRAMME OF POST-CONFLICT RECONSTRUCTION

LOAN SUMMARY

INITIATING INSTITUTION:	IFAD
BORROWER:	Burundi
EXECUTING AGENCY:	Ministry of Planning (MINIPLAN)
TOTAL PROGRAMME COST:	USD 32.7 million
AMOUNT OF IFAD LOAN:	SDR 11.3 million (equivalent to approximately USD 16.4 million)
TERMS OF IFAD LOAN:	40 years, including a grace period of ten years, with a service charge of three quarters of one per cent (0.75%) per annum
COFINANCIERS:	Organization of the Petroleum Exporting Countries Fund for International Development (OPEC Fund) (dependant on settling of debt payment arrears, expected to be resolved by the end of 2004)
AMOUNT OF COFINANCING:	OPEC Fund: 14.6 million
TERMS OF COFINANCING:	Parallel cofinancing
CONTRIBUTION OF BORROWER:	USD 1.6 million
CONTRIBUTION OF BENEFICIARIES:	USD 78 334
APPRAISING INSTITUTION:	IFAD
COOPERATING INSTITUTION:	United Nations Office for Project Services (UNOPS)

PROGRAMME BRIEF

Who are the beneficiaries? The programme will primarily benefit 74 000 vulnerable rural households equivalent to 370 000 people in the provinces of Bujumbura Rural, Bururi and Ruyigi. These households were assessed in 2003 by the Government, the Food and Agriculture Organization of the United Nations and the United Nations Children's Fund as chronically food insecure, well below the 2000 official poverty line of USD 120 and predominantly operating farms below the median size of 0.5 or 0.1 ha per person. As a result of conflict and HIV/AIDS, about 17% are headed by women and a further 6% by children.

Why are they poor? Rural poverty results from low cash incomes from agricultural or very limited non-agricultural activities; limited basic health and education services and safe drinking-water; high population pressures^a on overcultivated eroded land operated as farms with an average size of 0.8 ha,^b scarcity or poor quality of agricultural equipment and technology and limited market incentives. These problems have been greatly exacerbated by recurrent civil conflict. Rural infrastructure, always limited, has almost totally deteriorated as a result of destruction, substandard construction and lack of maintenance. Key infrastructure constraints to re-establishment and development of agricultural livelihoods relate to potable water supply, feeder roads and swamp development.

What will the programme do for them? Benefits are expected to include the following. *Community development:* opportunity for reconciliation and participatory transition and development with 10 000 people trained as community development committee (CDC) members. The CDC system will be the basis for sustained poverty reducing development planning, resource mobilization and implementation, which are representative, inclusive and popularly accountable. *Legal support:* restoring a sense and practice of justice at local level with up to 45 800 citizens trained in legal rights and responsibilities and settlement of civil disputes and funds to pursue 750 cases in higher courts if necessary. *Regeneration of rural women's livelihoods:* better health through HIV/AIDS information and education campaigns (IECs); greater income for women through funding for off-farm income-generating activities; more and stronger women's organizations from support to training and IECs; and functional literacy for 44 000 people. *Rehabilitation and development of agriculture:* 50 000 vulnerable houses in receipt of agriculture and livestock packages for sustainable agriculture; livestock restocking through a *chaîne de solidarité* starting with 400 cattle, 11 500 sheep and goats and 650 pigs; soil and water conservation by establishing 1 150 nurseries to supply 54 000 households with soil-fixing grasses and plants and 270 000 households with fruit and agroforestry species; better trained and more effective extension services; and environmental improvements from national reserve rehabilitation and retraining of 50 *gardiens de la paix* as nature wardens. *Rehabilitation and development of rural infrastructure:* health and labour benefits from rehabilitation of 310 km of reticulated potable water systems and development of 600 safe wells; greater access to inputs and markets from 325 km of rehabilitated rural roads; and new access to productive land for up to 9 320 households through up to 2 330 ha of swamp reclamation; and immediate additional income to local people employed as construction labour on these rural works. Landless people will have preference for employment on civil works, access to newly developed swamp land, receipt of small ruminants and support for income-generating activities.

How will beneficiaries participate in the programme? Support for the establishment of CDCs – 572 at hill-level, 95 at zone-level, 27 at commune-level and three at province-level – will establish democratic, representative, inclusive and popularly accountable institutions crucial to the regeneration and development of Burundi's agriculture and rural economy. All CDC members will be accountable solely to their hill electorates. The CDC system will be at the centre of planning, implementation, monitoring and evaluation of the programme. It will generate zone reconstruction and development plans from which the programme will derive its annual workplans and budgets. Other key functions of CDC members will be the identification of beneficiaries of the programme's various activities and the provision of feedback on the performance of programme-contracted service providers.

^a An average population density of 273 per km² rising to 400 per km² in many areas.

^b The median farm size is estimated as low as 0.5 or 0.1 ha per person.

**REPORT AND RECOMMENDATION OF THE PRESIDENT OF IFAD
TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO THE
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TRANSITIONAL PROGRAMME OF POST-CONFLICT RECONSTRUCTION**

I submit the following Report and Recommendation on a proposed loan to the Republic of Burundi for SDR 11.3 million (equivalent to approximately USD 16.4 million) on highly concessional terms to help finance the Transitional Programme of Post-Conflict Reconstruction (TPPCR). The loan will have a term of 40 years, including a grace period of ten years, with a service charge of three fourths of one per cent (0.75%) per annum. It will be administered by the United Nations Office for Project Services (UNOPS) as IFAD's cooperating institution.

PART I – THE ECONOMY, SECTORAL CONTEXT AND IFAD STRATEGY¹

A. The Economy and Agricultural Sector

1. The Republic of Burundi, situated in the Great Lakes region at the centre of Africa, is very densely populated with an estimated 7.1 million inhabitants in 2002 on an area of 26 000 km², giving an average population density of 273 inhabitants/km², of which about 90% live in rural areas. Approximately 41% are under the age of 14 years. Apart from an officially estimated 300 000 dead, the civil conflict which began in 1993 has led to considerable population displacement. In 2003 the Government estimated that some 1.2 million people were in exile, wandering or in camps. The severe social and economic costs of these conflicts prompted the international community to support negotiations for peace and national reconciliation, which culminated in the Arusha Peace Accord signed in August 2000. This led to the adoption of a transitional constitution in October 2001 and the swearing in of a transitional government in November 2001 with a mandate to rule the country for three years.

2. Burundi is one of the world's poorest countries. Per capita gross domestic product (GDP) was estimated at USD 180 in 1992 but with the eruption of civil war in 1993 it had fallen to USD 110 by 2000-2002. The collapse of the international coffee market has laid an additional burden on the economy, since the crop generates some 90% of Burundi's foreign exchange earnings. Exports decreased to USD 61 million in 2000 from USD 64 million in 1998, whereas imports have increased drastically to USD 108 million. The International Monetary Fund estimates that the ratio of the Net Present Value (NPV) of Burundi's current external debt of USD 1.2 billion to export earnings exceeds 650%. However, a Multilateral Debt Trust Fund, including the World Bank, IFAD and the Organization of the Petroleum Exporting Countries Fund for International Development (OPEC Fund) has been established to help service the debt, clear arrears during the period leading to the Heavily Indebted Poor Countries decision point and assist economic and hence political stabilization. Poverty has increased significantly from 40% of the population below the poverty line in 1994 to 70% below the poverty line of USD 120 in 2000. Life expectancy has fallen to 42 years in 2002 from 51 in 1993. In 2000 only 48% of the population had access to safe water and only 2% to health services. The number of women-maintained and women-headed households has increased considerably to an

¹ See Appendix I for additional information.

estimated 22% of households.² The disruption of agricultural production has increased the incidence and degree of under- and malnourishment. A World Bank report of June 1998 found that a per capita daily intake of 2 094 kcals in 1970, already below the recommended minimum of 2 200 kcal, had fallen to 1 741 kcal in 1995.

3. The national and family economy relies heavily on agriculture. The sector accounts for 55% of GDP, employs 94% of the population, and provides 95% of the national food supply and over 80% of foreign exchange earnings. Subsistence crops dominate production. Compared to average production for 1988-1993, the subsequent period up to 2001 showed an 8% drop in cereal production and a 24% drop in vegetable output. Roots and tuber production increased by 13%, basically because they are more difficult to destroy or steal and are “famine” crops. Coffee is the principal smallholder cash crop and consequently a substantial contributor to family budgets for education, health and cash purchases. World prices therefore reflect directly on the cash flow situation of many of the rural poor in Burundi. The export price fell by 60% between 1993 and 2004 and green bean output by 80%.

4. Rural poverty results from low cash incomes from agricultural or very limited non-agricultural activities; limited basic health and education services and safe drinking-water; high population pressures³ on overcultivated eroded land operated as farms with an average size of 0.8 ha;⁴ scarcity or poor quality of agricultural equipment and technology and limited market incentives. These problems have been greatly exacerbated by recurrent civil conflict. Rural infrastructure, limited even before the conflict, has greatly deteriorated because of destruction, substandard construction and lack of maintenance. Key infrastructure constraints to re-establishment and development of agricultural livelihoods relate to potable water supply, feeder roads and swamp development.

B. Lessons Learned from Previous IFAD Experience

5. IFAD has funded five projects in Burundi, two of which (the East-Mpanda Rural Development Project and the Integrated Rural Development Project/Ngozi III) were closed prior to the 1993 crisis and a third, the Ruyigi Rural Resources Management Project, cofinanced with the OPEC Fund, was closed in December 2003. Projects that are effective are the Bututsi Agro-Pastoral Development Project, Loan 229-BI, cofinanced with the African Development Bank (AfDB) and the Rural Recovery and Development Programme, approved in 1999, cofinanced with the OPEC Fund, the World Food Programme, and ACORD (a United Kingdom-based non-governmental organization [NGO]). Disbursements for Loan 229-BI have been suspended pending resolution of the Transitional Government of Burundi's (TGOB's) arrears situation with the project cofinancier and a number of financial issues. IFAD and the AfDB are actively following up with government authorities and the project to ensure that auditing requirements and reconciliation of advances to the revolving fund are completed.

6. IFAD's experience in Burundi shows that projects conceived and designed with thorough consultation with and incentives for communities offer the best chances for improving poor rural household food security and incomes, especially in very adverse political, social and economic circumstances. The main lessons have been: (i) the importance of local communities and representative, inclusive and equitable community-based institutions having a decisive role in planning, implementing, monitoring and evaluating development initiatives; (ii) the importance of providers of development goods and services being accountable to end-users; (iii) the need for development initiatives to be simple, relevant, intelligible, practicable and replicable; (iv) the importance of the management of projects being characterized by autonomy, transparency, equitability and continuity; and (v) the need to accommodate severe institutional constraints with

² The average farm household labour force of 2.4 persons before the crisis has fallen to 1.6 persons.

³ An average population density of 273 per km² rising to 400 per km² in many areas.

⁴ The median farm size is estimated as low as 0.5 or 0.1 ha per person.

support to procurement, accounting and reporting; flexibility in the application of procedures; the use of parallel rather than *pari passu* cofinancing; and intensive supervision.

C. IFAD's Strategy for Collaboration with the Republic of Burundi

7. **Burundi's policy for poverty eradication.** The TGOB produced an Interim Poverty Reduction Strategy Paper (I-PRSP) in 2002. IFAD projects assisted by facilitating consultations with grass-roots organizations and rural communities living in their intervention areas. The objectives set out in the I-PRSP are: (i) to achieve average annual economic growth of at least 5% over the period 2002-2004, and at least 7% over the period 2004-2010; (ii) to overcome the major problems generated by the crisis by 2002-2003, in particular: the resettlement and socio-economic reintegration of the victims of the crises, linked to the rehabilitation and reconstruction of the economy; (iii) to recover to the pre-crisis poverty rate by 2005, and to reduce the share of Burundians living below the poverty threshold to 25% by 2010 and 15% by 2015; (iv) to attain universal primary education by 2015, with priority given to reducing disparities between genders and regions in the process; (v) to reduce the illiteracy rate from 50% in 2001, to 25% by 2010 and 10% by 2015; (vi) to provide universal access to basic health care by 2010; (vii) to reduce the rate of infant mortality to 0.11% by 2005 and 0.05% by 2010; and (viii) to guarantee an adequate supply of drinking-water to 80% of the population by 2005 and to all Burundians by 2010.

8. **The poverty eradication activities of other major donors.** Since resuming cooperation at the beginning of 2000 following the 1996-1999 embargo, the European Union (EU) has set aside some Euro 285 million for assistance to Burundi. In the period to 2003 the EU's main initiatives have been the *Programme de réhabilitation du Burundi* (PREBU), a programme of health and sanitation rehabilitation in five provinces, and various forms of macroeconomic support. At EUR 48 million, PREBU has been by far the biggest initiative in financial terms. It has been concerned with infrastructure rehabilitation, promotion of local economic activities, demobilization, re-establishing peace and reconciliation and support to the judicial system. The United Nations Development Programme (UNDP) is concerned with support to local planning and community capacity-building, social infrastructure in Karuzi and Cankuzo provinces and economic good governance. A key output is the financing of community-level microprojects. The United Nations Children's Fund (UNICEF) supports a national programme for health and nutrition by integrating nutrition activities in Ministry of Public Health centres and providing feeding equipment to therapeutic and supplementary feeding centres. At present, the United States Agency for International Development is targeting 16 000 households and 180 pilot farmers in three provinces, including Ruyigi, with anti-erosion techniques, forestry and agroforestry, small animals using a rotating credit system and seed distributed by means of seed fairs. As of February 2004 the World Bank had approved 58 loans and credits for Burundi for a total amount of approximately USD 964 million in the following sectors: health, social services, economic reform, agriculture, transportation, water sanitation and flood protection, and public administration. The Bank negotiated a loan in early June 2004, reportedly of some USD 30 million, for a proposed Burundi Agricultural Sector Support and Rehabilitation Project (PRASAB). PRASAB will have two components: promotion of producers' organizations (POs) investments and capacity and development of agricultural services. The first component has two subcomponents: (i) grant-financed demand-driven productive investments (subprojects) proposed by POs; and (ii) strengthening of organizational, technical and management capacities of POs. The second component has three subcomponents: (i) demand-driven financing on a grant basis of agricultural research and extension subprojects for technologies aimed at improving the productivity of existing farming systems and development of conservation farming techniques; (ii) institutional development of the Ministry of Agriculture reorienting it away from direct production, marketing and servicing and more to policy, regulation and coordination; and (iii) strengthening service providers by providing institutional capacity-building grants to civil-society organizations and private operators. PRASAB is reported by the Government to have components and an approach very similar to those of the proposed TPPCR. Although PRASAB is formally of national scope, it will not for the foreseeable future operate in the

seven provinces⁵ to be covered ultimately by the ongoing IFAD-financed Rural Recovery and Development Programme (PRDMR) and the proposed TPPCR. Close collaboration is envisaged between these projects to assure congruence and mutual reinforcement.

9. **IFAD's strategy in Burundi.** IFAD carried out a conflict assessment jointly with the World Bank in June 2003, leading to the production of a draft Conflict Assessment Report (CAR) in November 2003.⁶ A key finding of the assessment was that the very high centralization and concentration of political and economic power of the state under Burundi's colonial regimes had, on the one hand, all but destroyed traditional Burundian institutional and normative bases for resource allocation and social cohesion and, on the other, left a post-independence template, which encouraged inequity and conflict. The CAR concludes by recommending that IFAD direct its support in Burundi to: (i) the use of mass media to recover awareness of traditional values and of human rights; (ii) strengthening the role of women in the pacification process; (iii) assistance with HIV/AIDS; and (iv) economic reconstruction. Second, IFAD's 2003 Country Strategic Opportunities Paper for Burundi notes that: "Until there is an effective transition, the lines of long-term development will remain uncertain. Consequently, IFAD's Post-Conflict Reconstruction Strategy will be directed principally towards bridging the rehabilitation phase (of about three to four years) with the resumption of a development phase. It will be transitional and will address the three dimensions of human security: (i) freedom from want; (ii) freedom from fear; and (iii) freedom from despair by promoting rural communities' "ownership" of the social capital reconstruction and of the productive process and employment. These will be achieved through empowering rural communities, rehabilitating and improving the economic and basic infrastructure, and jump-starting the rural economy through agricultural rehabilitation, increasing off-farm employment and income and improving rural purchasing power to support economic activity".⁷

10. **Programme rationale.** Post-conflict situations present particular and delicate circumstances. The institutional manifestation of conflict is the polarization of society into factions maintained by the threat or use of physical and psychological violence. The weakest are the worst affected. They are deprived both of the materials to subsist and the opportunity to rectify the situation. They become dependent and passive. The TGOB has made significant strides towards peace and reconciliation following the Arusha Peace Accord. Open fighting has almost entirely ceased in 90% of the country, the main exception being the province of Bujumbura Rural. However, the situation remains tense. The main challenge of any transitional programme of post-conflict reconstruction is to deliver the needed goods and services in a manner that does not revitalize the habits of war but on the contrary offers scope for breaking them.

11. First, Burundi's resource base and consequent economy mean that any attempt to reduce poverty among its people must be centred upon the regeneration and development of the agriculture sector. Accordingly the proposed programme has a large agricultural support component aimed at achieving this.

12. Second, in a post-conflict context of disbanded, discredited or conflict-generated institutions, fresh structures are required, oriented to the specific tasks of reconstruction and transition to development. These new institutions must have the confidence of the rural poor and be responsive to their needs. Clearly the most effective way of achieving these conditions on the ground is for the poor to have the opportunity to manage their own organizations in a manner free from the factional interests of political elites. Such institutions conform to the provisions of the Arusha Peace Accord

⁵ See map.

⁶ IFAD. "Republic of Burundi, Conflict Assessment Report (CAR) – Impact of the Conflict on Human, Institutional and Natural Resources (ICHINR)". Draft, November 2003.

⁷ IFAD. "Country Strategic Opportunities Paper, Republic of Burundi", Executive Summary, paragraph 5, page vi, September 2003.

and the policies of the TGOB. The establishment of a system of community development committees (CDCs) has therefore been placed at the centre of the proposed programme.

13. Third, a peaceful and stable civil society, in which people are prepared to invest politically, socially and economically and have fair access to basic resources, depends upon citizens being aware of their rights and duties and having effective judicial recourse in the event of disputes. A legal support component is therefore proposed.

14. Fourth, as the CAR concludes, rural women have been central to maintaining the remnants of family and farming. It is both appropriate and necessary that their crucial role be recognized and enhanced by providing them with the means to participate fully in civil society in the interests of reconciliation, reconstruction and development. This requires measures to improve their personal skills, strengthen their participation in various levels of decision-making, achieve equity before the law and acquire a stronger economic status, which truly reflects their contribution to production and productivity.

15. Fifth, recovery and poverty reduction in rural post-conflict Burundi require that regeneration of sustainable production be supported by re-establishment of key elements of social and economic infrastructure. These elements are potable water sources, given that contaminated water accounts for 61% of morbidity; latrines; and feeder road rehabilitation to allow the movement of people and goods and market development.

16. Sixth, the continuing high population pressure on frequently acid and eroded soils places a premium on land and water conservation and opening up new areas for sustainable cultivation. Consequently, the programme provides considerable support for environmental rehabilitation and maintenance and a subcomponent for swamp development is included among the measures for rural infrastructure rehabilitation.

PART II – THE PROGRAMME

A. Programme Area and Target Group

17. The programme area will be the provinces of Bujumbura Rural, Bururi and Ruyigi. Since 70% of the national population are below the poverty line and this incidence is higher in the rural areas and higher again among smallholder farm households, everyone in the programme area (243 000 households or 1 214 000 persons) could be considered validly as part of IFAD's mandatory target group. However, 45 000 households have been recently estimated as food insecure⁸ and 74 000 households as vulnerable.⁹ These will be the primary target group and have a high representation of women.

B. Objectives and Scope

18. The components of the proposed programme are entirely arranged around the goal of regenerating rural livelihoods reconstructing social capital, inclusive of rehabilitation of rural dignity and restoration of food security among poor and vulnerable people. The programme objectives by component are:

⁸ Source: *Evaluation des récoltes, des approvisionnements alimentaires et de la situation nutritionnelle* – saison 2003B: Ministry of Agriculture and Livestock (MINAGRI)/FAO/UNICEF.

⁹ Ministry of Reintegration of Disaster Victims, 2002. These are numbers of vulnerable households and people in the community and do not include those in camps for internally displaced persons (IDPs). IDPs are **not** included in the proposed programme's target group as other agencies and delivery systems cover their needs.

(a) Support to local governance

- (i) to empower local communities to reconstruct social cohesion and sustainable, poverty-reducing rural livelihoods by establishing a system of inclusive, representative, equitable and popularly accountable CDCs for locally based planning, implementation and monitoring of post-conflict reconstruction and development;
- (ii) to educate rural communities about the legal rights and responsibilities of citizens, support the restoration through training of traditional forms of autonomous resolution of local dispute in a way consistent with the evolution of the country's legal framework and with the need to enhance the position of women in society, and to make available legal counsel to poor and vulnerable people otherwise unable to access such services; and
- (iii) to strengthen the social and economic position of poor rural women through measures to increase their participation in civil-society decision-making, to combat HIV/AIDS and to improve their independent economic status.

(b) Rehabilitation and development of agriculture

- (i) to allow vulnerable groups to re-enter agriculture on a sustainable basis and get out of poverty;
- (ii) to improve the performance of agricultural technical support services;
- (iii) to improve agricultural production, productivity, food security and incomes among the less vulnerable but nevertheless very poor smallholder farm households; and
- (iv) to rehabilitate and conserve the rural environment.

(c) Rehabilitation and development of rural infrastructure

- (i) to increase the availability of productive land through swamp reclamation and development and hence improve food security and incomes;
- (ii) to reduce the isolation of farming areas and stimulate the rural economy through increased access to agricultural inputs, other goods and services and markets by rehabilitating feeder roads; and
- (iii) to improve health, reduce pollution and save domestic labour by rehabilitating and developing potable water sources and complementary sanitation and public health education.

C. Components¹⁰

19. The proposed programme will have four components:

20. **Support to local governance (USD 4.3 million)** comprises three subcomponents: (i) establishment in the programme area of a system of operational CDCs at hill, zone, commune and province level (USD 1.8 million); (ii) legal support which itself contains the two elements of (a) education for members of the rural community about their rights and duties as citizens and (b) legal counselling and legal representation (USD 0.8 million); and (iii) regeneration of rural women's livelihoods (USD 1.8 million), which includes (a) increasing women's participation in civil-

¹⁰ See Appendix IV for a more detailed description.

society decision-making, (b) combating the spread and socio-economic impact of HIV/AIDS and (c) social and economic strengthening of women.

21. **Rehabilitation and development of agriculture (USD 7.2 million)** comprising five subcomponents: (i) rehabilitation of agricultural production among those households and groups most affected by conflict¹¹ (USD 2.6 million); (ii) a livestock restocking solidarity chain (USD 1.1 million); (iii) restoration and conservation of the environment of the Rusizi National Park (USD 0.4 million); (iv) restoration and conservation of the environment (USD 0.6 million); and (v) capacity-building of agricultural technical services together with a provision of revolving funds for agricultural inputs and veterinary materials (USD 2.4 million).

22. **Rehabilitation and development of rural infrastructure (USD 15.7 million)** comprises: (i) rehabilitation of 480 ha of reclaimed swamps and reclamation and development of a further 1 850 ha of swamp land (USD 5.8 million);¹² (ii) rehabilitation of 325 km of rural feeder roads (USD 5.2 million); and (iii) support to the provision of potable water through rehabilitation of 270 km of reticulated systems, development of a further 40 km of reticulation and development of 600 protected wells (USD 4.6 million).

23. **Programme coordination (USD 3.3 million).** The programme will finance the establishment of a national Programme Coordinating Unit (PCU) at national level (USD 2.6 million) and three Provincial Programme Offices (PPOs) (USD 1.4 million), for the purpose of programme coordination.

D. Costs and Financing

24. The total investment and incremental recurrent costs of the programme, including physical and price contingencies, is estimated at USD 32.7 million (BIF 39 650 million). The foreign exchange component is estimated at USD 6.6 million or about 20% of total programme costs. The investment costs totalling USD 25.8 million (BIF 28.4 billion) represent 78% of the total costs. The recurrent costs totalling USD 6.7 million (BIF 7.3 billion) represent 22% of the total costs. Taxes make up approximately USD 1.2 million (Table 2). It is proposed that the programme be financed by IFAD, the OPEC Fund, the Government of Burundi and beneficiaries. IFAD will finance the bulk of programme coordination, the local governance component, the rehabilitation and development of agriculture component and a portion of the swamp development subcomponent of the rehabilitation and development of rural infrastructure. The OPEC Fund¹³ will exclusively finance the rural roads, water supply and Phase II of swamps including some of the programme coordination costs related to the above investments. OPEC Fund cofinancing will be dependant on settling of arrears on previous OPEC Fund funding in Burundi, expected to be resolved by the end of 2004. The proposed government financing would cover establishment post salaries and identifiable taxes. The proposed beneficiary contribution would be mainly through labour for civil works and maintenance. Accordingly, IFAD will contribute USD 16.4 million or 50.1% of the programme costs, including all foreign exchange. OPEC will finance USD 14.6 million (or 44.7%) of which USD 2.2 million is financing of swamp reclamation under the OPEC Fund loan for the Ruyigi Rural Resources Management Project. The Government contribution will be about USD 1.6 million (about 4.9%). The beneficiaries will contribute about USD 78 334 (or approximately 0.2% of the total costs). Table 2 presents the programme's financing plan by component.

¹¹ These include former refugees, returnees and repatriates attempting to resume agricultural production.

¹² Consisting of two phases. Phase I (650 ha) to be financed by IFAD and implemented during programme years (PYs) 1, 2 and 3; and Phase II (1 680 ha) financed by the OPEC Fund and to be implemented during PYs 2, 3, 4 and 5.

¹³ The OPEC Fund will confirm its cofinancing of the Programme once the TGOB has resolved its outstanding debt payments to the OPEC Fund. Negotiations between the TGOB and the OPEC Fund are currently ongoing and promise a positive outcome.

TABLE 1: SUMMARY OF PROGRAMME COSTS^a
(USD)

Components	Local	Foreign	Total	% of Foreign Exchange	% of Base Costs
A. Support to local governance					
1. Community development	1 544 150	219 750	1 763 900	12	6
2. Regeneration of rural women's livelihoods	1 374 491	435 279	1 809 770	24	6
3. Legal support	588 498	179 638	768 135	23	3
B. Rehabilitation and development of agriculture					
1. Support to agricultural rehabilitation of vulnerable people	2 638 560		2 638 560	-	9
2. Restoration and conservation of the environment	649 655		649 655	-	2
3. Conservation of the Rusizi National Park	363 420	78 100	441 520	18	1
4. Support to capacity-building	2 031 413	368 783	2 400 196	15	8
5. Livestock restocking solidarity chain	1 110 414		1 110 414		4
C. Rehabilitation and development of rural infrastructure					
1. Rehabilitation of swamps phase I (IFAD)	1 691 525	650 905	2 342 430	28	8
2. Rehabilitation of swamps phase II (OPEC)	2 449 275	1 039 405	3 488 680	30	11
3. Rehabilitation of rural roads	3 733 111	1 493 590	5 226 701	29	17
4. Rehabilitation and development of water supply system	3 401 555	1 194 965	4 596 520	26	15
D. Programme coordination	2 823 260	447 250	3 270 510	14	11
Total base costs	24 399 326	6 107 664	30 506 990	20	100
Physical contingencies	691 696	262 410	954 106	28	3
Price contingencies	943 877	251 215	1 195 092	21	4
Total programme costs	26 034 499	6 621 289	32 656 188	20	107

^a Discrepancies in totals are due to rounding.

TABLE 2: FINANCING PLAN^a
(USD)

Components	IFAD		OPEC		OPEC 2 ^b		Government		Beneficiaries		Total		Foreign Exchange	Local (Excluding Taxes)	Duties and Taxes
	Amt.	%	Amt.	%	Amt.	%	Amt.	%	Amt.	%	Amt.	%			
A. Support to local governance															
1. Community development	1 817 335	95.4	-	-			88 378	4.6	-	-	1 905 714	5.8	232 034	1 585 302	88 378
2. Regeneration of rural women's livelihoods	1 535 566	80.9	-	-			362 478	19.1	-	-	1 898 044	5.2	461 208	1 218 449	218 387
3. Legal support	656 491	79.5	-	-			90 536	11.0	78 334	9.5	825 362	2.5	187 367	577 055	60 940
B. Rehabilitation and development of agriculture															
1. Support to agricultural rehabilitation of vulnerable people	2 658 632	100	-	-			-	-	-	-	2 658 632	8.1	-	2 658 632	-
2. Restoration and conservation of the environment	661 174	100	-	-			-	-	-	-	661 174	2.0	-	661 174	-
3. Conservation of the Rusizi National Park	438 505	92.0	-	-			37 947	8.0	-	-	476 452	1.5	85 733	352 773	37 947
4. Support to capacity-building	2 144 665	84.7	-	-			386 760	15.3	-	-	2 531 425	7.7	388 741	1 961 726	180 958
5. Livestock restocking solidarity chain	1 155 591	100	-	-			-	-	-	-	1 155 591	3.5	-	1 155 591	-
C. Rehabilitation and development of rural infrastructure															
1. Rehabilitation of swamps Phase I (IFAD)	2 243 333	88.0			142 613	5.6	164 178	6.4	-	-	2 550 123	7.8	707 382	1 678 563	
2. Rehabilitation of swamps Phase II (OPEC)	-		1 677 598	43.3	2 074 162	53.5	122 587	3.2	-	-	3 874 347	11.8	1 146 610	2 605 151	
3. Rehabilitation of rural roads	-	-	5 668 153	99.3			38 094	0.7	-	-	5 706 247	17.4	1 633 269	4 034 884	38 094
4. Rehabilitation and development of water supply system	-	-	4 875 424	97.9			105 756	2.1	-	-	4 981 180	15.2	1 305 692	3 569 732	105 756
D. Programme coordination	3 056 433	89.1	164 374	4.8			211 091	6.2	-	-	3 431 898	10.5	473 255	2 747 552	211 091
Total disbursement	16 367 727	50.1	12 385 548	37.9	2 216 775	6.8	1 607 804	4.9	78 334	0.2	32 656 188	100	6 621 289	24 806 583	1 228 316

^a Discrepancies in totals are due to rounding.

^b Represent financing of swamp reclamation under the OPEC Fund loan for the Ruyigi Rural Resources Management Project.

E. Procurement, Disbursement, Accounts and Audit

25. **Procurement.** The procurement of goods, works and services required for the programme will be carried out in accordance with IFAD's procurement guidelines. All purchases for vehicles, office equipment and furniture will be grouped, wherever feasible, to enable cost savings. All goods costing USD 100 000 or more will be procured on the basis of international shopping. All goods costing more than USD 10 000 and less than USD 100 000 will be procured on the basis of local shopping. Activities for civil works will be carried out into force account using the relevant Departmental Labour force of the Borrower. Procurement of service providers and consultancy services will be procured by local competitive bidding and direct contract acceptable to IFAD and the Cooperating Institution (CI).

26. **Disbursement.** The loan proceeds will be disbursed over seven years. To facilitate programme implementation a United States dollar-denominated Special Account will be opened and operated in a bank acceptable to IFAD. The authorized allocation will be USD 1.0 million. IFAD will deposit the amount of USD 500 000 into the Special Account and the balance of the authorized allocation will be disbursed when the overall programme disbursement has reached SDR 1.0 million. Withdrawals from the IFAD loan account will be made in accordance with IFAD disbursement procedures, using certified Statements of Expenditure (SOEs) as agreed by the borrower, IFAD and the CI. Documentation in support of SOEs will be retained for examination during supervision missions and the annual audit of programme accounts.

27. **Accounts and audit.** A central programme account (in BIF) will be opened to receive funds both from the Special Account and the government's counterpart contribution. A provincial account (in BIF) will be opened in each province of the programme to receive funds from the Special Account and the government's counterpart contribution. The central and provincial accounts will be regularly replenished in line with workplan and budget requirements. The PCU's financial controller will provide IFAD, the CI and the Ministry of Finance with quarterly financial management and progress reports certified by the programme coordinator. Implementing partners (IPs), whether private contractors or Government Ministries, Departments or Agencies (MDAs) providing goods and services to the programme under binding terms of "conventions", will also maintain appropriate financial records and accounts. All programme accounts will be subject to an independent annual audit conforming to IFAD guidelines.

F. Organization and Management

28. The programme will be coordinated by a strongly staffed Programme Coordinating Unit (PCU) and three Provincial Programme Offices (PPOs) guided by a Programme Steering Committee with respect to policy and a Programme Technical Advisory Committee (PTAC) with respect to technical matters. The CDC system will be at the centre of planning, implementation, monitoring and evaluation of the programme. It will generate zone reconstruction and development plans from which the programme will derive its annual workplans and budgets (AWP/Bs). The principal approach to subsequent implementation will be through contracting by the PCU of implementing partners (IPs), either on the basis of binding Memoranda of Understanding¹⁴ in the cases of MDAs or contracts where IPs are in the private sector.

29. **Beneficiary participation and programme exit strategy.** The CDC system is designed to assure comprehensive beneficiary participation with all CDC members being exclusively accountable to the original electorates at the hill level. Moreover, the proposed CDCs, as a local governance system in the programme area that reflects values such as equity and pluralism while meeting civil-society demands for peace, justice, and socio-economic development, are the programme's exit

¹⁴ In French, the term is "convention".

arrangement. They will be the legacy of the transitional (pacification) period to the next phase of durable social and economic development.

30. **Reporting, monitoring and evaluation.** The PCU will develop quarterly financial and physical progress reporting formats for IPs and such reporting will form part of the conditions of their contracts. The programme coordinator will prepare and submit consolidated six monthly financial and physical progress reports to the Programme Steering Committee, to IFAD, and to the CI. These reports will be based upon IPs' reports and progress as recorded against the programme's AWP/B. The PCU will also prepare an annual report on programme progress and impact including consolidated financial statements, copies of which are to be presented to IFAD and the CI within two months of the end of the financial year.

31. Particularly strong provision has been made for monitoring and evaluation (M&E).¹⁵ Main monitoring indicators, organized on the basis of IFAD's recently introduced Results and Impact Monitoring System (RIMS) are an integral part of the Logical Framework.¹⁶ RIMS-based reporting by the TPPCR is mandatory and will be reflected in the terms of the loan agreement. Provision has been made for iterative baseline surveys, up to five diagnostic studies of issues arising in the course of programme implementation, a pilot experiment of self-monitoring and evaluation by CDCs followed by an independent study of the performance of the CDC system, a mid-term review and a programme completion evaluation. Data will to the extent feasible be disaggregated by gender.

G. Economic Justification

32. As a post-conflict transition device with a strong emphasis on social integration rather than a medium- to long-term development initiative the programme has not been the subject of formal economic analysis although it is expected to have a substantial impact on regenerating agricultural resources and creating jobs and rural production assets.

33. **Programme benefits.** Benefits are expected to include the following. *Community development:* opportunity for reconciliation and participatory transition and development with 10 000 people trained as CDC members. The CDC system will be the basis for sustained poverty, reducing development planning, resource mobilization and implementation, which is representative, inclusive and popularly accountable. *Legal support:* restoring a sense and practice of justice at local level with up to 45 800 citizens trained in legal rights and responsibilities and settlement of civil disputes and funds to pursue 750 cases in higher courts if necessary. *Regeneration of rural women's livelihoods:* better health through an HIV/AIDS information and education campaign (IEC); greater income for women through USD 0.45 million funding for off-farm income-generating activities; more and stronger women's organizations from support to training and IECs; and functional literacy for 44 000 people. *Rehabilitation and development of agriculture:* 50 000 vulnerable houses in receipt of agriculture and livestock packages for sustainable agriculture; livestock restocking through a *chaîne de solidarité* starting with 576 cattle, 26 146 sheep and goats and 1 322 pigs; soil and water conservation by establishing 1 150 nurseries to supply 54 000 households with soil-fixing grasses and plants and 270 000 households with fruit and agroforestry species; better trained and equipped and therefore more effective extension services; and environmental improvements from national reserve rehabilitation and retraining of 50 *gardiens de la paix* as nature wardens. *Rehabilitation and development of rural infrastructure:* health and labour benefits from rehabilitation of 310 km of reticulated potable water systems and development of 600 safe wells; greater access to inputs and markets from 325 km of rehabilitated rural roads; new access to productive land for up to 9 320 households through 2 330 ha of swamp reclamation; and immediate additional income for local

¹⁵ The M&E team includes a chief M&E officer, one other M&E specialist in the PCU and a further three, one in each of the PPOs.

¹⁶ Attached as Appendix III. The RIMS indicators are shown in bold type.

people employed as construction labour on these rural works. Landless people will have preference for employment on civil works, access to newly developed swamp land, receipt of small ruminants and support to income-generating activities. Women are expected to be the principal beneficiaries of the proposed programme's main components and have a subcomponent entirely oriented to meeting their development needs and interests (Appendix VI).

H. Risks

34. The evident major risk is a return to widespread conflict. The proposed programme's components are designed in institutional and technical terms to promote and foster reconciliation, reconstruction and development. Second, the programme's management structures and processes, activities and flow of funds avoid the risk of it being subject to top-down politicization. A third risk is the country's absorptive capacity in undertaking the programme and therefore a strong PCU is proposed together with careful phasing of its components. Finally, mitigation of the risk that beneficiaries will be either unwilling or unable to contribute to the operation and maintenance of rural infrastructure rehabilitated or developed under the programme has been attempted through considerable provision for beneficiary animation, training and institution-building in this respect, as a prior condition for physical development.

I. Environmental Impact

35. The programme includes a wide range of initiatives to improve the situation and avoid or mitigate any potential negative impact of proposed programme activities. These include: a tethered/stall-fed system of livestock production limited to those households with appropriate fodder and stabling; a comprehensive soil and water subcomponent to restore soil fertility, prevent erosion, provide land cover, supply fuel and building materials and underpin watershed management needed to complement swamp development; environmentally sensitive feasibility studies as a precondition of swamp development; positive impacts of potable water and sanitation improvements linked to hydrological studies; and a holistic approach to rehabilitating the Rusizi National Park. While the use of agrochemicals may rise, quantities will be minimal. The programme is classed by IFAD as environmental Category B.

J. Innovative Features

36. The CDC system of comprehensive "bottom-up" post-conflict reconstruction and development is a considerable innovation in Burundi as is the local-level legal support, other support having been directed exclusively to strengthening the formal judicial system at higher levels. Provision of agricultural kits and livestock packages on a scale large enough to allow beneficiaries to move beyond relief to further development is new. The demobilization of *gardiens de la paix* and their re-employment as national park wardens is unprecedented and the medium-term proposals to privatize rehabilitated and newly developed rural water supply are further innovations. It is expected that programme experience will usefully inform policy dialogue with the government on: local governance, specifically the legal status, operations and relations with government of the CDCs; the legal and institutional measures necessary for women to participate fully in civil society; land tenure and the Land Act; environmental conservation; and privatization of the supply of development and maintenance goods and services in the agricultural and rural infrastructure sectors. A provision of USD 0.2 million has been made under the programme coordination component funds for consultancy services in support of policy dialogue. These services would include recruitment of experts to advise and backstop policy-makers, holding of relevant workshops and support in drafting new legislation. Under these arrangements the programme will not itself engage in policy dialogue but with its experience and funds be able to service those parties that are, as and when requested. The programme's approach of contracting IPs and encouraging other development donors and agencies to

take up activities of CDC commune reconstruction and development plans that it does not cover itself is expected to generate a very wide range of partners.

PART III – LEGAL INSTRUMENTS AND AUTHORITY

37. A loan agreement between the Republic of Burundi and IFAD constitutes the legal instrument for extending the proposed loan to the borrower. A summary of the important supplementary assurances included in the negotiated loan agreement is attached as an annex.
38. The Republic of Burundi is empowered under its laws to borrow from IFAD.
39. I am satisfied that the proposed loan will comply with the Agreement Establishing IFAD.

PART IV – RECOMMENDATION

40. I recommend that the Executive Board approve the proposed loan in terms of the following resolution:

RESOLVED: that the Fund shall make a loan to the Republic of Burundi in various currencies in an amount equivalent to eleven million three hundred thousand Special Drawing Rights (SDR 11 300 000) to mature on or prior to 1 December 2044 and to bear a service charge of fourths of one per cent (0.75%) per annum, and to be upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented to the Executive Board in this Report and Recommendation of the President.

Lennart Båge
President

**SUMMARY OF IMPORTANT SUPPLEMENTARY ASSURANCES
INCLUDED IN THE NEGOTIATED LOAN AGREEMENT**

(Loan negotiations concluded on 5 August 2004)

1. The Government of the Republic of Burundi (the Government) will make the proceeds of the loan available to the Ministry of Planning of Development and Reconstruction (MINIPLAN) – for purposes of implementing the programme – in accordance with the AWP/Bs and the customary national procedures for development assistance.
2. The Government will also make available to MINIPLAN, during the programme implementation period, counterpart funds drawn on its own resources in a total amount equivalent to USD 1.6 million in accordance with its customary national procedures for development assistance. This amount will cover the Government's payment of salaries of programme staff and all duties and taxes levied on imports, goods and services. To this end, the Government will forward to IFAD: (i) a letter confirming that all such salaries have been provided for in the budgets of the various ministries concerned; and (ii) an official communication whereby it agrees to exempt the programme from all taxes, duties and levies under applicable fiscal policy. The Government will make an initial deposit of counterpart funds into the programme account in an amount in Burundi francs equivalent to USD 50 000 to cover the first year of programme implementation. The Government will replenish, annually and in advance, the programme account by depositing counterpart funds therein as stipulated in the AWP/B for the respective programme year.
3. As part of maintaining sound environmental practices, the Government will observe appropriate pest management practices under the programme and, to that end, will ensure that pesticides procured under the programme do not include any pesticide either proscribed by the International Code of Conduct on the Distribution and Use of Pesticides of the Food and Agriculture Organization of the United Nations (FAO), as amended from time to time, or listed in Tables 1 (Extremely Hazardous) and 2 (Highly Hazardous) of the Recommended Classification of Pesticides by Hazard and Classification 1996-1997 of the World Health Organization, as amended from time to time.
4. A monitoring and evaluation (M&E) system is to be set up within the eight months following the date of loan effectiveness. The programme coordinator will hold overall responsibility for the monitoring and evaluation of programme activities. The coordinator will delegate this responsibility to the M&E officer and the M&E team, which is to include an expert from the PCU and three other experts located at the provincial programme offices. During year 1, a survey will be conducted to establish the baseline socio-economic situation, and diagnostic studies will be conducted subsequently on any issues arising in the course of implementation. The M&E officers at the provincial offices will provide on-the-ground monitoring information for all activities and work subcontracted to local suppliers. Beneficiaries will have special responsibility in the qualitative evaluation of services and goods provided. A special M&E approach will be adopted under the community development subcomponent. During year 1, a self-monitoring and evaluation exercise will be piloted. The preliminary M&E indicators will be based on the Results and Impact Management System (RIMS) method. The indicators will be tested, and the M&E experts will use the rapid participatory appraisal method to capture suggestions from the community. The exercise will be undertaken simultaneously in the programme area where there are not yet any CDCs and in the programme area of the PRDMR. The programme will coordinate with the PRDMR to ensure that the exercise is conducted in a limited number of hill areas with and without CDCs. Beneficiaries will be able to suggest objectively verifiable indicators.
5. The PCU will prepare a draft version of the operational manual, which it will submit to MINIPLAN for approval. MINIPLAN will forward the manual to IFAD for comment and approval. If

IFAD does not submit any comments within the 30 days following receipt, the manual will be deemed approved.

6. Programme staff will be insured against health and accident risks in accordance with applicable mandatory practices in the territory of the Republic of Burundi.

7. The PCU coordinator, the financial controller and the director of administration and finance will be recruited through local competitive bidding with technical assistance from a recruitment firm recognized by IFAD. The other programme officers – i.e. the accountant, the M&E officer and his/her four assistants, the three provincial officers, the chief engineer, the senior officer, the community development officer, the coordinator for local governance activities and the gender specialist – will be recruited through local competitive bidding published in the national press in accordance with current procedures of the Government, excluding all forms of discrimination, and on the basis of renewable, fixed-term contracts. The gender specialist will be recruited in year 4 of the programme or upon closing of the PRDMR. The recruitment of all staff and, if applicable, termination of their contracts will be decided upon in agreement with IFAD. Programme staff will be subject to annual performance evaluations, and their contracts may be terminated on the basis of the findings of those evaluations. The recruitment and management of support staff will observe applicable procedures in place in the territory of the Republic of Burundi.

8. The following are specified as conditions precedent to disbursement:

- (a) The first AWP/B has been submitted to IFAD for approval.
- (b) The special account and the programme account have been opened and the counterpart funds needed to cover the first year of the programme have been deposited in the programme account.
- (c) The amounts necessary for execution of the components have been included in the annual budgets of the institutions responsible for their implementation.
- (d) The draft memoranda of understanding (*conventions*) necessary for implementation of the programme have been submitted to IFAD for consideration.

9. The following are specified as conditions precedent to loan effectiveness:

- (a) The programme steering committee (*Comité sectoriel et politique de pilotage*) and the programme technical advisory committee (*Comité technique de pilotage*) have been created by ministerial decree, pursuant to paragraphs 2 and 3 of Annex 3 to the loan agreement.
- (b) The coordinator, the financial controller and the director of administration and finance have been recruited pursuant to the procedure stipulated in the loan agreement and have been approved by IFAD.
- (c) The draft agreements with the provincial community development NGOs have received the no objection of IFAD.
- (d) The Government has presented a detailed schedule for the recruitment or redeployment of all staff necessary to carry out the programme.
- (e) A favourable legal opinion, issued by the Ministry of Justice, acceptable in form and content, has been forwarded by the Government to IFAD.

APPENDIX I

COUNTRY DATA

BURUNDI

Land area (km² thousand) 2001 1/	26	GNI per capita (USD) 2001 1/	100
Total population (million) 2001 1/	6.94	GDP per capita growth (annual %) 2001 1/	1.3
Population density (people per km²) 2001 1/	270	Inflation, consumer prices (annual %) 2001 1/	9
Local currency	Burundi Franc (BIF)	Exchange rate: USD 1.0 =	BIF 1 070.5
Social Indicators		Economic Indicators	
Population (average annual population growth rate) 1995-2001 1/	2.0	GDP (USD million) 2001 1/	689
Crude birth rate (per thousand people) 2001 1/	40	Average annual rate of growth of GDP 2/ 1981-1991	4.2
Crude death rate (per thousand people) 2001 1/	20	1991-2001	-2.4
Infant mortality rate (per thousand live births) 2001 1/	114	Sectoral distribution of GDP 2001 1/	
Life expectancy at birth (years) 2001 1/	42	% agriculture	50
Number of rural poor (million) (approximate) 1/	n/a	% industry	19
Poor as % of total rural population 1/	n/a	% manufacturing	9 a/
Total labour force (million) 2001 1/	3.80	% services	31
Female labour force as % of total 2001 1/	49	Consumption 2001 1/	
Education		General government final consumption expenditure (as % of GDP)	14
School enrolment, primary (% gross) 2001 1/	65 a/	Household final consumption expenditure, etc. (as % of GDP)	91
Adult illiteracy rate (% age 15 and above) 2001 1/	51	Gross domestic savings (as % of GDP)	-5
Nutrition		Balance of Payments (USD million)	
Daily calorie supply per capita, 1997 2/	1 685	Merchandise exports 2001 1/	40
Malnutrition prevalence, height for age (% of children under five) 2001 3/	57 a/	Merchandise imports 2001 1/	139
Malnutrition prevalence, weight for age (% of children under five) 2001 3/	45 a/	Balance of merchandise trade	-99
Health		Current account balances (USD million)	
Health expenditure, total (as % of GDP) 2001 1/	3 a/	before official transfers 2001 1/	n/a
Physicians (per thousand people) 2001 1/	n/a	after official transfers 2001 1/	-24
Population using improved water sources (%) 2001 3/	78	Foreign direct investment, net 2001 1/	n/a
Population with access to essential drugs (%) 2000 3/	0-49	Government Finance	
Population using adequate sanitation facilities (%) 2000 3/	88	Overall budget deficit (including grants) (as % of GDP) 2001 1/	-5 a/
Agriculture and Food		Total expenditure (% of GDP) 2001 1/	26 a/
Food imports (% of merchandise imports) 2001 1/	23 a/	Total external debt (USD million) 2001 1/	1 065
Fertilizer consumption (hundreds of grams per ha of arable land) 2000 1/	39	Present value of debt (as % of GNI) 2001 1/	96
Food production index (1989-91=100) 2001 1/	96	Total debt service (% of exports of goods and services) 2001 1/	40
Cereal yield (kg per ha) 2001 1/	1 311	Lending interest rate (%) 2001 1/	17
Land Use		Deposit interest rate (%) 2001 1/	n/a
Arable land as % of land area 2000 1/	35		
Forest area as % of total land area 2000 1/	4		
Irrigated land as % of cropland 2000 1/	6		

a/ Data are for years or periods other than those specified.
1/ World Bank, *World Development Indicators*. CD ROM 2003.
2/ UNDP, *Human Development Report*, 2000.
3/ UNDP, *Human Development Report*, 2003.

PREVIOUS IFAD FINANCING IN BURUNDI

Project/Programme Name	Lending Terms	Project Type	Financing Type	IFAD Approved Financing	IFAD Current Financing (USD '000)	Board Approval	Loan Signing	Loan Effectiveness	Project Completion Date	Current Closing Date	Cooperating Institution	Project Status
East-Mpanda Rural Development Project	HC	Rural	F	14 500	9 800	18 Dec 79	18 Jan 80	05 Jun 80	31 Dec 92	30 Jun 93	AfDB	Closed
Integrated Rural Development Project/Ngozi III	HC	Rural	C	7 000	4 837	08 Sep 81	12 Oct 81	03 Jun 83	30 Jun 89	31 Dec 89	World Bank IDA	Closed
Bututsi Agro-Pastoral Development Project	HC	Agric.	F	8 960	8 960	29 Nov 88	27 Jan 89	27 Sep 89	31 Dec 89	30 Jun 05	AfDB	Ongoing
Ruyigi Rural Resources Management Project	HC	Agric.	F	6 980	6 980	15 Sep 93	09 Nov 93	11 Jun 95	30 Jun 03	31 Dec 03	UNOPS	Closed
Rural Recovery and Development Programme	HC	Rural	F	19 998	19 998	28 Apr 99	06 May 99	04 Aug 99	30 Sep 06	31 Mar 07	UNOPS	Ongoing
Total		Five Projects		57 438	50 575							

Note: AfDB = African Development Bank
 IDA = International Development Association
 UNOPS = United Nations Office for Project Services

C = Cofinanced
 F = IFAD-initiated and cofinanced
 HC = Highly concessional

LOGICAL FRAMEWORK

STRATEGY/HIERARCHY OF OBJECTIVES	MEASURABLE INDICATORS	LEARNING SYSTEM	CRITICAL ASSUMPTIONS
1. The Goal of the Programme	Expected Impact		
To regenerate rural livelihoods in three provinces	<ul style="list-style-type: none"> (a) A network of Community Development Committees (CDCs) functioning in the rural areas (b) The CDCs are able to formulate their own development plans and to influence public service provision and resource utilization at community level (c) Restored dignity of the victims of violence (d) Stability and pacification at community level (e) Improved assets of poor households (f) Reduction in child malnutrition (g) Reduction in infectious diseases (h) Ratio of literate females to males (i) Children completing primary education (j) Increased numbers of people with sustainable access to safe water <p>(Target population: 1.2 million)</p>	<p>Annual Report of the PCU</p> <p>Reports of the M&E system</p> <p>Baseline surveys and repetition at the end of the programme</p>	<p>A significant improvement of the security situation</p> <p>No “politicization” of the programme activities and organizations</p> <p>Design of an M&E system capable of capturing signals of improved governance and of effectively recording outcomes</p>
2. Purpose by Component	Second-Level Results (Outcome)		
Support to local governance	<ul style="list-style-type: none"> • Evolution of decentralization reform, role envisaged for the CDCs in the new setting • New legislation enacted on community development and rural organizations • Number of hill, zone, commune inter-ethnic CDCs established and functioning • Women’s presence, role in the CDCs at different levels • Number of community action plans prepared • Quality of the auto-evaluations of the hill CDCs • Perception of the communities about the performance of the CDCs • Quality of the relationship established by the CDCs with government authorities • Number of victims of violence requesting legal support from the programme • Effectiveness of legal counsel offered • Perception of the communities about the performance of the Bashingantahe trained by the programme • Number of women groups formed and actually functioning • Number of user associations formed for water supply and swamp reclamation • Number of women in the Management Committees of the Users’ Associations • Number of women leaders of a group/association/CDC • Number of adults having completed functional literacy courses 	<p>Study of the performance of the CDC planned to precede the mid-term review (MTR)</p> <p>Annual report of the Provincial NGOs responsible for Community Development</p> <p>Annual report of the Local Governance Specialist</p> <p>Annual report of the Programme M&E team</p>	<p>The evolution of the legal framework of local governance is consistent with the programme design</p> <p>The CDC network is accepted by central provincial and commune authorities as an independent organization of the civil society, which operates in coordination with the local governments, but not in a hierarchically subordinated position</p> <p>Central PCU and its provincial antennae succeed in coordinating the role of the CDCs with the operations of the service providers that implement the other components of the programme</p>

STRATEGY/HIERARCHY OF OBJECTIVES	MEASURABLE INDICATORS	LEARNING SYSTEM	CRITICAL ASSUMPTIONS
	First-Level Results (Output)		
	<ul style="list-style-type: none"> • Establishment of 572 hill CDCs, 95 zone CDCs, 27 commune CDCs • Training of 10 000 CDC members to manage the CDCs • Functional literacy training of 44 000 people • Up to 45 800 citizens informed of their rights • Providing counsel to 750 cases through the mobile legal support clinic • Establishment of one swamp users' association (SUA) for each swamp reclamation scheme funded, and of one water users' association (WUA) for each one of the local taps of the piped networks and of the natural sources developed with programme support 	<p>Six monthly reports of the Local Governance Specialist</p> <p>Annual reports and AWP/B of the central PCU</p> <p>Supervision reports of the Cooperating Institution</p> <p>Annual reports of the M&E team</p> <p>Annual report of the Ministry of Social Action and Promotion of Women</p>	<p>Sustained cooperation of the central and provincial government, of the communal administration, and of the hill chiefs</p> <p>Sustained cooperation of the Ministry of Justice</p> <p>Sustained cooperation of the Ministry of Social Action and Promotion of Women</p>
Activities	Key Inputs	Costs	
(a) Community development subcomponent	<p>The services of three Provincial NGOs to provide:</p> <ul style="list-style-type: none"> • Information and training of officers of the local government regarding the CDC network • Consultant services to advise government on local governance issues and institutional development (policy dialogue) • Large-scale intensive animation of the rural communities to facilitate the establishment of 572 hill CDCs, 95 Zone CDCs and 27 commune CDCs • Formal and on-the-job training for a total of about 10 000 CDC members • Training of the Management Committees of the WUAs (water supply) and SUAs (swamps) • Functional literacy training for 44 000 adults 	<p>(figures in USD '000)</p> <p>Vehicles and equipment: 165</p> <p>Training, studies and cultural activities: 694</p> <p>NGO contracts: 678</p> <p>Travel: 90</p> <p>Operating cost of vehicles and equipment: 137</p> <p>Total component cost: 1 764</p>	
(b) Legal support subcomponent	<p>The services of</p> <ul style="list-style-type: none"> • A Local Governance Specialist to coordinate the subcomponent at PCU level • Training materials and logistical support for the training, information and mobile legal clinic • A jurist specialist responsible for information and training of people on human and civil rights • Lawyers serving on the mobile legal clinic • Legal counsel required to follow up on cases opened by the mobile legal clinic 	<p>(figures in USD '000)</p> <p>Vehicles and equipment: 160</p> <p>Technical Assistance (TA), contracts and fees: 298</p> <p>Miscellaneous: 141</p> <p>Training: 44</p> <p>Operating cost of vehicles and equipment: 125</p> <p>Total component cost: 768</p>	

STRATEGY/HIERARCHY OF OBJECTIVES	MEASURABLE INDICATORS	LEARNING SYSTEM	CRITICAL ASSUMPTIONS
2. Purpose by Component	Second-Level Results (Outcome)		
(c) Regeneration of Rural Women's Livelihoods <ul style="list-style-type: none"> A proactive participation of women in public life at community and higher level Widespread awareness of key health, hygiene, nutrition, female children's education, and other important household survival and development topics among rural women A significant increase in the literacy rate among women Intensified fight against HIV/AIDS Improved economic condition of the poor and vulnerable women through non-farming income-generation activities 	<ul style="list-style-type: none"> Number and role of women group leaders in the CDCs and other public and civil-society organizations Number of women trained in functional literacy still using the acquired skill after three years Improvement in the nutrition and hygiene practices in rural households Increased use of AIDS prevention practices Number of poor women group income-generation activities funded that are viable after three years Increase in girls' attendance at primary school 		
	First-Level Results (Output)		
	<ul style="list-style-type: none"> Rehabilitation and equipment of two provincial Family Development Centres (CDFs) and construction of a new one Rehabilitation and equipment of 27 Communal Family Development Centres Design of adequate women's training material and animation, sensibilization and training activities involving 60 000 women through the CDFs Training 44 000 people in functional literacy, at least two-thirds women Animation and training of women's groups and promotion of their leaders' role in the CDCs, in the local government administration, and in other civil-society organizations Funds disbursed to support off-farm income activities of vulnerable women heads of HHs that have no land and cannot participate in the distribution of agricultural production reactivation kits and livestock 	Six monthly reports of the Gender Specialist Annual reports of <ul style="list-style-type: none"> the Ministry of Health, the Ministry of Social Action and Promotion of Women Annual reports and AWP/B of the central PCU Supervision mission reports MTR report	Sustained cooperation of the Ministries of Health, Ministry of Social Action and Promotion of Women Ministry of Social Action and Promotion of Women makes available field staff for the functioning of the rehabilitated CDFs
Activities	Key Inputs	Costs	
<ul style="list-style-type: none"> Animation and information aimed at increasing the representativeness of women in local institutions Information on matters of particular interest to women (health, nutrition, women's rights, female children's education, conflict resolution, etc.) Functional literacy Support to women's groups' income-generation activities; and The fight against HIV/AIDS 	<ul style="list-style-type: none"> The services of a Gender Specialist to coordinate the activities at PCU level Rehabilitation of two Provincial Family Development Centres and construction of a new one Rehabilitation of 27 Communal Family Development Centres Equipment for the above Funds, teachers and materials for functional literacy Funds for HIV/AIDS IEC Animation and training of women groups engaged in income- 	(figures in USD '000) Civil works: 65 Vehicles and equipment: 467 IGA Fund: 450 TA and training: 190 CDF salaries and allowances: 185 Night DSA: 14 Operating cost of vehicles and equipment: 286 Total component cost: 1 810	

STRATEGY/HIERARCHY OF OBJECTIVES	MEASURABLE INDICATORS	LEARNING SYSTEM	CRITICAL ASSUMPTIONS
	generating activities <ul style="list-style-type: none"> Fund to support off-farm income activities of vulnerable women heads of HHs that have no land and cannot participate in the distribution of agricultural production reactivation kits and livestock 		
Rehabilitation and development of agriculture <ul style="list-style-type: none"> The restoration of the productive capacity of vulnerable HHs most affected by the conflict The strengthening of the capacity of the agricultural technical services Rehabilitation and conservation of the environment 	<ul style="list-style-type: none"> Number of HHs having received the kits and livestock actually adopting the techniques associated with them Community perception about the equity and transparency of the kits and livestock distribution Beneficiaries' perception of the usefulness of the kits and livestock and of the role played by the CDC to identify the vulnerable HHs and to ensure that they actually receive the kits and livestock Number of layers, pigs and goats distributed to the vulnerable HHs that are reared by beneficiaries after three years Incremental crops grown and animals produced with the kits and livestock Change in cropping pattern and incremental agricultural production obtained in swamps reclaimed Number of HHs beneficiaries of the swamp rehabilitation <p style="text-align: center;">First-Level Results (Output)</p> <ul style="list-style-type: none"> Number and value of the kits and livestock actually distributed to vulnerable HHs Hectares actually irrigated under the swamp reclamation programme 	Data collected by the CDC, situation reported by the Provincial NGOs responsible for Community Development Ad hoc surveys by the commune Provincial Agricultural and Livestock Services (DPAEs) Annual reports of the commune DPAEs Ad hoc surveys of the M&E team	Most CDCs planned actually established, supported and operational Commitment of the DPAE to work with vulnerable HHs
Activities	Key Inputs	Costs	
<ul style="list-style-type: none"> Distribution through the CDC network of 50 000 kits of inputs of the equivalent value of about USD 50 each Distribution through the CDCs of 576 cattle, 26 146 sheep and goats and 1 322 pigs on a <i>chaîne de solidarité</i> basis Establishment of 1 150 nurseries to supply 54 000 HHs with soil-fixing grasses and plants and 270 000 HHs with agroforestry species Training of the beneficiaries of the agricultural reactivation kits Feasibility study and training of wardens for Rusizi National Park 	<ul style="list-style-type: none"> Funds to pay for the procurement and the logistics of the distribution by MINAGRI/DPAEs 	(figures in USD '000) Agricultural kits: 2 639 Soil and water conservation inputs: 473 Training: 91 Input revolving fund: 850 Total: 650 Animal <i>chaîne de solidarité</i> inputs: 1 110 Rusizi rehabilitation civil works: 163 Vehicles: 25 TA and training: 113 Salaries and operating costs: 141 Total component cost: 7.240	

STRATEGY/HIERARCHY OF OBJECTIVES	MEASURABLE INDICATORS	LEARNING SYSTEM	CRITICAL ASSUMPTIONS
<ul style="list-style-type: none"> Rehabilitation of the operational capacity of the technical services of MINAGRI Management of revolving funds for agricultural inputs, nursery inputs and veterinary materials 	<ul style="list-style-type: none"> Vehicles, equipment, and related operating cost of the DPAs, as required to: Undertake the training of the beneficiaries of the agricultural reactivation kits and livestock Provide the services required for the implementation of the swamp reclamation programme 	(figures in USD '000) Civil works: 50 Vehicles and equipment: 362 Revolving fund inputs: 800 TA and training: 223 Salaries and allowances: 636 Operating cost of vehicles and equipment: 328 Total component cost: 2 400	
Rehabilitation and development of rural infrastructure <ul style="list-style-type: none"> The rehabilitation of the water supply system in three provinces The rehabilitation of the rural roads network The rehabilitation of existing swamp reclamation structures and the development of new ones 	<ul style="list-style-type: none"> Number of HHs served with safe water, by type of system State of maintenance and production of the piped water supply networks rehabilitated Quantity of water sold and financial sustainability of the rehabilitated piped water supply networks State of maintenance of the natural water sources developed at hill level Operational efficiency of the WUAs established to operate the natural sources State of maintenance of the rural roads rehabilitated Effectiveness of the road maintenance system established at commune and at community level State of maintenance of the irrigation and drainage infrastructure rehabilitated or newly constructed 	Annual report of the M&E officer Annual reports of the Communal Water Authorities Reports on a sample of auto-evaluation sessions of the CDC General Assemblies	Commitment of the local government and of the CDCs to the arrangements negotiated with the programme for Operation and Maintenance of rehabilitated rural infrastructure Really inter-ethnic WUAs and SUAs can be established and made to work in a democratic manner Effective training of WUAs and SUAs to that effect
	<p style="text-align: center;">First-Level Results (Output)</p> <ul style="list-style-type: none"> Kilometres of pipe water supplies rehabilitated or constructed Number of new natural sources developed Kilometres of rural road rehabilitated Hectares of swamps reclaimed for irrigation and drainage 	Annual reports and AWP/B of the central PCU Supervision reports of the Cooperating Institution Annual reports of the DHA Six monthly reports of the Road Engineer of the PCU Annual reports of the PWD Six monthly reports of the Irrigation Engineer of the PCU	
Activities	Key Inputs	Costs	
(a) The rehabilitation and development of the water supply system	<ul style="list-style-type: none"> The services of a senior water engineer at the PCU level to coordinate the implementation of the water supply programme The updating of three provincial Water Master Plans The repair or new construction of a total of 310 km of pipe water supply schemes Equipment, vehicles and related operating cost of the commune services responsible for water Consultants' services for design and construction supervision The development of 600 natural sources at hill level 	(figures in USD '000) Civil works: 3 735 Vehicles and equipment: 270 Studies and training: 318 Salaries and allowances: 238 Operating cost of vehicles and equipment: 37	

STRATEGY/HIERARCHY OF OBJECTIVES	MEASURABLE INDICATORS	LEARNING SYSTEM	CRITICAL ASSUMPTIONS
	<ul style="list-style-type: none"> • Training of managers of the pipe water networks at commune level, and of WUA managers at the level of the local sources • TA for the supervision of technical and management studies and monitoring implementation • Funds to pay for the construction of latrines in public buildings and for related user training 	Total component cost: 4 597	
(b) The rehabilitation of the rural roads network	<ul style="list-style-type: none"> • The services of a senior road engineer at the PCU level to coordinate the implementation of the road rehabilitation programme • Funding contractors to rehabilitate the rural roads system • TA for design and supervision of construction work 	(figures in USD '000) Civil works: 4 810 Vehicles and equipment: 122 Studies: 65 Salaries and allowances: 183 Operating cost of vehicles and equipment: 46 Total component cost: 5 227	
(c) The rehabilitation of existing swamp development schemes and the development of new ones	<ul style="list-style-type: none"> • The services of a senior irrigation engineer at the PCU level to coordinate the implementation of the swamp programme • Funds to carry out engineering and environmental studies of swamps projects by DGR and DPAAE • Funds to undertake reconstruction, repair or new construction of 2 330 ha of drainage and irrigation canals of swamp areas to be identified • Training of the WUAs established by the CDCs concerned on the repair and maintenance of the facilities constructed • TA for supervision and monitoring of the implementation 	(figures in USD '000) Phase I: IFAD finance Civil works: 1 025 Vehicles and equipment: 483 TA studies and training: 356 Salaries and allowances: 244 Operating cost vehicles and equipment: 235 Total Phase I cost: 2 342 (figures in USD '000) Phase II: OPEC Fund finance Civil works: 2 488 Vehicles and equipment: 331 Studies and training: 380 Allowances: 55 Operating cost of vehicles and equipment: 235 Total Phase I cost: 3 489	

STRATEGY/HIERARCHY OF OBJECTIVES	MEASURABLE INDICATORS	LEARNING SYSTEM	CRITICAL ASSUMPTIONS
2. Purpose by Component (continued)	Second-Level Results (Outcome)		
PROGRAMMED MANAGEMENT AND COORDINATION			
<p>The Programme has succeeded in:</p> <ul style="list-style-type: none"> Establishing a strong network of CDCs capable of influencing the decision-making process of public investment in the provinces, acting in an autonomous way on behalf of the communities and in good coordination with the public administration Raising awareness among rural people about their rights, with a view to promoting an improved system of administration of justice at the community level Facilitating a proactive role for women in the rural organizations of the programme area Improving the livelihood of the target population of vulnerable households Raising the agricultural production in the provinces Improving the supply of drinking-water in a sustainable manner 	<ul style="list-style-type: none"> Extent of government compliance with IFAD loan assurances Effectiveness of the policy dialogue on improving the institutional system affecting rural communities 	<ul style="list-style-type: none"> IFAD supervision mission reports Reports of the CI Participatory programme impact monitoring Mid-term review mission reports Programme completion report Completion evaluation report 	Continued government support
	First-Level Results (Output)		

STRATEGY/HIERARCHY OF OBJECTIVES	MEASURABLE INDICATORS	LEARNING SYSTEM	CRITICAL ASSUMPTIONS
<p>Activities</p> <ul style="list-style-type: none"> • Activate the policy dialogue with government on issues of local governance, keeping adequate relationships on the subject with other donor agencies, UNDP, the government at different levels, organizing training sessions and workshops, and recruiting consultants on the subject in coordination with IFAD headquarters • Organize the preparation of the programme implementation manual in a participatory way • Arrange for the preparation of the M&E Manual • Manage the programme Special Account • Prepare the AWP/Bs, progress and financial reports, and loan withdrawal applications • Recruit staff, service providers, and consultants • Monitor their performance and intervene when required • Ensure the correct application of the programme approach in particular with respect to the principles of people participation, strengthening of autonomous inter-ethnic rural organization, focus on gender issue, support to women's role in programme implementation, and management of the legal counsel services • Ensure the required coordination of the service providers that implement the different components with particular attention to respecting the role envisaged for the CDC network 	<p>Key Inputs</p> <p>(a) Central PCU</p> <ul style="list-style-type: none"> 1 Coordinator 1 Financial Controller 1 Director of Administration and Finance 1 Accountant 1 Chief M&E Officer 1 Deputy M&E Officer 2 M&E Officers (water and roads, swamps) 1 Senior Agronomist 1 Rural Engineer 1 Engineer, roads 1 Engineer, water supply 1 Engineer, swamp 1 Local Governance Coordinator 1 Community Development Officer 1 Gender Specialist (to be recruited in fourth year of programme implementation or at end of PRDMR, Loan 500-BI) <p>General service staff</p> <p>(b) Provincial PCU offices</p> <ul style="list-style-type: none"> 3 Provincial Coordinators 3 Provincial M&E officers 3 Accountants <p>General service staff</p> <p>(c) other key inputs</p> <ul style="list-style-type: none"> • Miscellaneous consultants' funds • Funds to design, test and implement the M&E system • Funds for active policy dialogue • Funding for MTR • Vehicles and office equipment • Funds to cover rent and recurrent costs <p>(d) Funds for independent audit of the programme accounts</p>	<p>Costs</p> <p>(figures in USD '000)</p> <p>(a) Central PCU</p> <ul style="list-style-type: none"> Civil works: 5 Vehicles and equipment: 358 TA, studies and workshops: 482 Audit: 70 Salaries and allowances: 808 Operating cost of vehicles and equipment: 272 Total: 2 058 <p>(b) Provincial Programme Offices</p> <ul style="list-style-type: none"> Civil works: 6 Vehicles and equipment: 120 Salaries and allowances: 844 Operating cost of vehicles and equipment: 105 Total: 1 212 <p>Total component cost: 3 027</p>	

DETAILED PROGRAMME DESCRIPTION

Local Governance

1. **Community development.** The target of the subcomponent is to establish and maintain effectively operational 572 community development committees (CDCs) at the hill level, 95 CDCs at zone level and 27 CDCs at commune level. One prequalified NGO per province will be recruited by the programme to undertake the following activities: training of central, provincial, commune and hill level administrators and staff about the CDC concept; awareness-raising of people in the programme area about the CDC concept with a view to promoting the establishment and the organization of CDCs; training of the elected members of the CDCs to enable them to understand the role and responsibilities of the CDC and to undertake their functions in the CDC; and local follow-up on activities undertaken by the legal support subcomponent of the programme. Training subjects are expected to include principles of good governance and rationale for CDC formation; and objectives and modus operandi of the Transitional Programme of Post-Conflict Reconstruction. Since CDCs at all levels from hill to province will be required to have a minimum of three women members (i.e. 30%) the subcomponent is expected to strengthen greatly women's participation in community-driven development and civil society in general. Provision has been made accordingly for payment of staff (coordinator, vice-coordinator, animators and ancillary personnel), development of training materials, training, cultural activities for peace building, and equipment and vehicles in each of the three provinces of the programme area. Provision has also been made for a mobile theatre company to develop and enact plays on topics of local interest identified in conjunction with beneficiary communities.

2. Legal Support

- (i) With respect to legal education for members of the rural community, provision has been made for training up to 45 800 people (70% women) on their rights and responsibilities under land and inheritance law, family law and the matrimonial regimen (traditional or codified if the code is passed), and civil law, civil procedure and criminal procedure.
- (ii) Provision has been made for follow-up legal counselling and legal representation for programme beneficiaries in civil matters. A team per target province comprising a jurist and a parajurist will tour beneficiary communities to provide legal advice. In the event that a civil dispute involving a poor or vulnerable person relating to land rights, conversion of property, marital disputes, inheritance or personal injury, cannot be resolved by the Bashingantaha¹ or through other dispute resolution means, the programme will provide an advocate to represent the individual in litigation in the appropriate court in up to 750 cases. Accordingly, funds have been provided for the services of two advocates and fees related to filing, transport, representation and associated legal documentation.

3. Regeneration of Rural Women's Livelihoods

- (i) Increasing women's participation in civil-society decision-making would be based on an animation and information and education campaign (IEC) focused on the place of women in the electoral law and the constitution combined with support to the formation of rural women's civil-society organizations to pursue increased representation of women in government and non-government bodies.²

¹ Traditionally, men regarded by their communities as having exceptional moral values and therefore entrusted by those communities as settlers of disputes.

² This activity would be linked to citizens' legal education under the programme's Legal Support subcomponent.

APPENDIX IV

- (ii) Measures to combat the spread and impact of HIV/AIDS would include an IEC on causes, prevention and mitigation and support to women to form self-help groups for on- and off- farm activities and to connect these groups to sources of material, human and financial assistance.
- (iii) Social and economic strengthening of women under this aspect of the proposed programme would consist of supporting the organization and education of women's solidarity groups to address problems prioritized by them, such as health and hygiene, education of women and girls and conflict resolution. Provision has been made to fund animators, to recruit specialists on topics chosen by groups and to generate complementary mass media. Finally, provision has been made for a pilot fund for off-farm income-generating activities. This would be available on a grant basis to ultra-poor women and youth heads of household who cannot use the agricultural kits or small stock packages provided by the proposed programme because of lack of land.³

4. A common denominator for all aspects of the subcomponent is provision for a functional literacy programme designed to reach 44 000 people in the first instance.

5. **Rehabilitation and development of agriculture.** As the component title implies, its activities are directed to the double objectives of eradicating vulnerability and achieving sustainable poverty reduction. Agricultural kits and livestock packages with an average value of USD 54 will be distributed to 50 000 vulnerable households with secure access to adequate land and labour to assist them to re-establish production. Kits will comprise hand tools, food-crop seeds and tubers and will vary in composition according to the agro-ecology in which they are to be used and recipient households' needs, preferences and resources. Similarly, packages of sustainable numbers of small stock such as goats, sheep, pigs and chickens will be distributed. Additional livestock (576 cattle, 26 146 sheep and goats and 1 322 pigs) will be distributed to poor households not in receipt of packages on the basis of a *chaîne de solidarité* arrangement, under which offspring are committed to further beneficiaries. Revolving funds of an initial value of USD 0.8 million will be set up to assure sustainable supplies of further agricultural inputs and necessary veterinary materials. The programme will finance a technical, socio-economic and managerial study on regenerating and subsequently conserving the Rusizi National Park. The study will seek to identify sustainable options for rehabilitating and preserving the park's threatened biodiversity, accommodating the economic interests of the park's riverine populations and disarming and re-employing 50 *gardiens de la paix* as nature conservancy wardens.⁴ Soil and water conservation will be promoted through programme support, based on a USD 0.085 million revolving fund, to the establishment of about 1 150 private nurseries to supply seeds and seedlings for soil-fixing grasses and plants to 54 000 households, and fruit-trees and agroforestry species suitable as sources of fodder, fuelwood and building materials to 270 000 households. Finally, the programme will support capacity-building of agricultural technical services by funding training in participatory extension methods related to supporting the measures related above and the provision of capital and recurrent costs of vehicles, office equipment and performance-related allowances to DPAEs in Bujumbura Rural, Bururi and Ruyigi. Finance includes costs for refurbishing the DPAE buildings damaged by the conflict and for total reconstruction in the case of Bujumbura Rural. This support will allow the DPAEs to become properly operational again and contribute to assuring optimal results from the other investments under the component.

³ It is anticipated that many of the beneficiaries would be HIV/AIDS victims.

⁴ Application is being made to the Global Environment Facility (GEF) for further support on the basis of the park qualifying for assistance under the GEF's biodiversity focal area and forest and freshwater ecosystems operational programmes. If approved, GEF finance would be in the amount of USD 0.75 million including possible financing of a manager, an environmentalist and an environmental M&E officer who would be part of the proposed programme's coordinating unit (see below).

6. **Rehabilitation and development of rural infrastructure.** In addition to rehabilitation of 270 km of reticulated systems, development of a further 40 km of reticulation and development of 600 protected wells, the potable water subcomponent includes a complementary training programme on latrine construction and public health. Provision is also made for updating and completion of a potable water master plan started in the early 1990s by the German Agency for Technical Cooperation (GTZ) but unfinished as a result of the conflict. The rehabilitation of 325 km of rural feeder roads needs no further technical detailing but the management aspects are spelled out below. Provision has been made for the rehabilitation of 480 ha of reclaimed swamps and, subject to the results of development and environmental studies for which funds have also been allocated, reclamation and development of up to a further 1 850 ha. Women will be given preferential access to swamp land rehabilitated and developed under the programme. Subcomponent finance also covers costs for training of swamp users' associations. Finally, provision is made for technical support missions to supplement the supervision provided by the Cooperating Institution.

Programme Coordination

7. **Programme coordinating unit.** The programme will fund the establishment of a national-level and autonomous Programme Coordinating Unit (PCU) responsible for the day-to-day management of the programme. It will be located in the same building as the PCU of the ongoing IFAD-financed PRDMR, thereby ensuring institutional backstopping and cross-fertilization between the two programmes. The PCU will be headed by the programme coordinator as the programme's senior manager. In addition the PCU will comprise a financial controller responsible for programme budgetary planning and execution; a director of administration and finance; an accountant and assistant accountant; a chief monitoring and evaluation officer and three assistant monitoring and evaluation officers; three chief engineers responsible respectively for overall supervision of the planning and implementation of water supply works, rural road rehabilitation and swamp works; a senior agronomist responsible for works under the programme's livelihood/agriculture component; a community development officer responsible for the community development subcomponent of the local governance component; a local governance coordinator⁵ responsible for the overseeing of the legal support subcomponent of the local governance component; a gender specialist responsible for the regeneration of rural women's livelihoods subcomponent of the local governance component and for providing a gender focal point for all activities carried out under the programme. USD 0.2 million has been allocated to support policy dialogue with workshops and consultancy services. Provision has also been made in programme costs for ancillary staff, office refurbishment, equipment and vehicles.

8. **Provincial programme offices.** Three Provincial Programme Offices (PPOs) will be set up, one each in Bujumbura Rural, Bururi and Ruyigi. Each PPO will comprise a Provincial Programme Officer, a Monitoring and Evaluation Officer and an Accountant. Provision has also been made in programme costs for ancillary staff, office refurbishment, equipment and vehicles.

9. **Programme steering committee (PSC) and programme technical advisory committee (PTAC).** Overall management of the programme, as opposed to day-to-day operations, will be the responsibility of a Programme Steering Committee. Given the number of sectors covered by the programme, the Ministry of Planning of Development and Reconstruction is the most appropriate branch of government for taking the lead role in overall programme management. The Minister of Planning will therefore chair the PSC. Other members of the PSC will consist of representatives of other Government Ministries, Departments and Agencies related to the sectors covered by the programme. These are expected to include, among others: the Ministry of Finance; the Ministry of Agriculture and Livestock; the Ministry of Justice; the Ministry of Communal Development (Departement de l'hydraulique et de l'assainissement en milieu rural – DHAMR and the Direction des pistes rurales); the Ministry of Social Action and Promotion of Women; the Ministry of Land

⁵ In addition, a support lawyer will receive a one-year retainer contract from the programme and be responsible for assisting in initiating the legal support subcomponent and its operational review after six months.

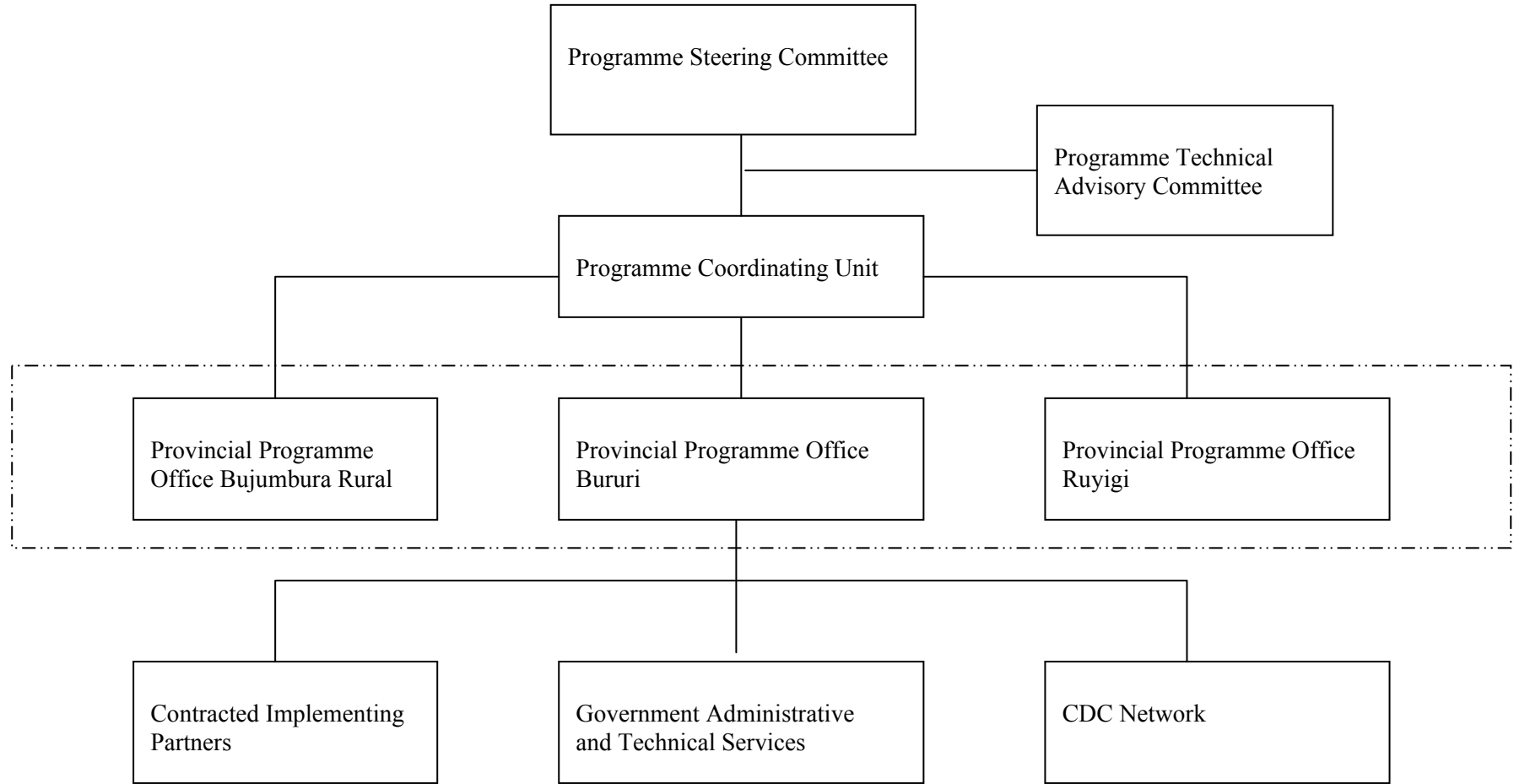
Management and Environment; and the Ministry of Good Governance. In addition it is expected there will also be representatives of participating NGOs and programme cofinanciers. If appropriate, representatives of multilateral and bilateral development agencies, of national and international non-governmental organizations and of the private sector should be included or co-opted.

10. The programme's executing agency, MINIPLAN, shall appoint the programme coordinator on the basis of a recruitment process by the National Tender Board and in conformity with the specifications laid out in the "Start-up Activities" section of the programme's Appraisal Report.

11. In addition, the programme will have a Technical Advisory Committee with overall responsibility for assuring quality control of technical activities carried out under the programme. Whereas members of the PSC are expected to be Ministers or their deputies, membership of the PTAC would comprise their corresponding senior civil servants. It would also include the three Provincial Governors of the programme area.

12. **Planning linkages between the programme and government.** Care has been taken in design to provide systematic linkages between the programme planning processes and those of the government in general to assure congruence and coordination. As noted, the executing agency for the programme is MINIPLAN, the Ministry for assuring overall government planning coherence. The PSC and PTAC will be chaired by the Minister and the Director-General of MINIPLAN respectively. CDC contributions to provincial planning will be brought together with other government planning at the provincial level at meetings comprising Provincial Governors, Provincial CDCs, DPAEs and the PPOs. Finally, these same Governors will be part of the PTAC and consequently able to monitor and contribute to finalization of the programme's AWP/Bs.

ORGANIGRAMME



APPENDIX VI

BENEFITS AND BENEFICIARIES

Component/Subcomponent	Benefits	Beneficiaries
<p>Support to Local Governance</p> <ul style="list-style-type: none"> ● Community development ● Legal support ● Regeneration of rural women's livelihoods 	<p>Opportunity for reconciliation and institutional foundation for inclusive, representative, equitable and popularly accountable local governance as a basis for poverty-reducing reconstruction and development</p> <p>Cultural activities and mobile theatre</p> <p>Legal training of citizens. First steps towards restoring a sense and practice of justice at the local level contributing to physical and psychological security and hence to reconciliation, reconstruction and development</p> <p>Legal consultation by mobile team</p> <p>Legal representation service</p> <p>(a) Promotion of women in decision-making circles</p> <p>(b) HIV/AIDS IEC</p> <p>(c) Social and economic strengthening of</p> <ul style="list-style-type: none"> ● support to women's organizations with information and education campaign ● pilot off-farm income-generation support fund ● functional literacy 	<p>Total population; 10 000 directly involved as trained CDC members over the programme life</p> <p>Unknown quantity</p> <p>Potentially all, but directly up to 45 800 citizens, especially women</p> <p>Unknown quantity</p> <p>Up to 750 cases, mainly women and vulnerable persons</p> <p>Unknown quantity, all women</p> <p>Potentially all, mainly women and youth</p> <p>Unknown quantity</p> <p>Ultra-poor, landless, affected by HIV/AIDS, mainly women and orphan heads of household</p> <p>44 000 people, mostly women</p>
<p>Rehabilitation and Development of Agriculture</p> <ul style="list-style-type: none"> ● Agriculture kits ● Small stock packages ● Livestock solidarity chain ● Revolving funds for agricultural inputs and veterinary materials ● Protection of the environment; national park rehabilitation ● Soil and water conservation ● Support to technical services 	<p>Reintegration into productive and sustainable agriculture of ultra-poor and food-insecure HHs</p> <p>Restocking vital to agricultural livelihoods</p> <p>Contribution to sustainability of agricultural investments</p> <p>Rehabilitation and conservation of the environment</p> <p>Rehabilitation and conservation of the environment</p> <p>Equipment and vehicles allowing agricultural technical services to operate, enhancing use of agricultural inputs provided by the programme</p>	<p>50 000 vulnerable households (250 000 people)</p> <p>Initially poor households and thereafter all those meeting husbandry materials criteria (initial inputs: 576 cattle, 26 146 sheep, 1 322 pigs)</p> <p>Park inhabitants and 50 demobilized <i>gardiens de la paix</i></p> <p>1 150 nursery operators, 54 000 households receiving soil-fixing grasses and plants, 270 000 households receiving fruit and agroforestry species and potentially whole population</p> <p>DPAEs, all population, but especially vulnerable HHs</p>
<p>Rehabilitation and Development of Rural Infrastructure</p> <ul style="list-style-type: none"> ● Rehabilitation and development of potable water sources ● Swamp rehabilitation and development ● Rehabilitation of feeder roads 	<p>Up to 310 km of reticulated systems and 600 wells leading to reduced pollution, improved health, labour-saving</p> <p>Greater availability of productive land (up to 2 330 ha) for double or even triple cropping per year and hence improved food security and incomes</p> <p>Up to 325 km leading to stimulation of the rural economy by reducing the isolation of farming areas and improving access to agricultural inputs, other goods, services and markets</p>	<p>Population reached but especially women and children</p> <p>Up to 9 320 primarily vulnerable households (46 600 people)</p> <p>Populations reached by rehabilitation</p>

